99TH CONGRESS
2d Session

HOUSE OF REPRESENTATIVES

REPORT
99-588

DOMESTIC VOLUNTEER SERVICE ACT AMENDMENTS OF 1986

MAY 7, 1986.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. HAWKINS, from the Committee on Education and Labor, submitted the following

REPORT

together with

SUPPLEMENTAL VIEWS

[To accompany H.R. 4116]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and Labor, to whom was referred the bill (H.R. 4116) to extend the Volunteers in Service to America (VISTA) program under the Domestic Volunteer Service Act of 1973, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the "Domestic Volunteer Service Act Amendments of 1986".

SEC. 2 VOLUNTEERISM POLICY.

(a) VOLUNTEERISM POLICY.—The Domestic Volunteer Service Act of 1973 is amended by inserting immediately after the table of contents the following new section:

"VOLUNTEERISM POLICY

"SEC. 2. The purpose of ACTION, the Federal domestic volunteer agency, is to foster and expand voluntary citizen service in communities throughout the Nation in activities designed to help the poor, the disadvantaged, the vulnerable, and the elderly. In carrying out this purpose, ACTION shall utilize to the fullest extent the programs authorized under this Act, coordinate with other Federal, State, and local agencies and utilize the energy, innovative spirit, experience, and skills of all Americans.".

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(b) CONFORMING AMENDMENT.—The table of contents of the Act is amended by inserting before the item relating to title I the following:

"Sec. 2. Volunteerism policy.".

SEC. 3. ASSIGNMENT OF VOLUNTEERS.

(a) RECRUITMENT AND ASSIGNMENT.—Section 103(b) of the Domestic Volunteer Service Act of 1973 (referred to in this Act as "the Act") is amended to read as follows:

(b) The Director shall establish procedures to recruit and place individuals from all walks of life, age groups, economic levels, and geographic areas to serve as VISTA volunteers. The procedures shall include an information system to ensure that potential applicants are made aware of the broad range of VISTA volunteer opportunities and a system to identify and place qualified volunteers where their skills are most needed. The Director shall also establish procedures for national and local recruitment, media and public awareness efforts, and specialized campaigns designed to recruit recent college graduates, special skilled volunteers, and individuals 55 years of age and older. The Director, where feasible and appropriate, shall assign low-income community volunteers to serve in their home communities in teams with nationally recruited specialist volunteers. The Director shall make efforts to assign volunteers to serve in their home or nearby communities and shall make national efforts to attract other volunteers to serve in the VISTA program. The Director shall also, in the assignment of volunteers, recognize that the community identified needs which cannot be met in the local area, and the individual desires of VISTA volunteers in regard to placement in various geographic areas of the nation, should be taken into consideration.".

(b) REPORTS.—Section 407 of the Act is amended—

(1) by inserting "(a)" after "407."; and

(2) by adding the following subsection:

"(b) Not later than 120 days after the end of each fiscal year, the Director shall prepare and submit to the appropriate committees of the Congress a report describing activities under section 103(b).".

SEC. 4. ESTABLISHMENT OF VISTA LITERACY CORPS.

(a) ESTABLISHMENT OF LITERACY CORPS.—The Act is amended by inserting after section 108 the following new section:

"VISTA LITERACY CORPS

"SEC. 109. (a) As part of the Volunteers in Service to America program, the Director shall establish a VISTA Literacy Corps for the purpose of strengthening, supplementing, and expanding the efforts of public and private nonprofit organizations to mobilize local, State, Federal, and private sector financial and volunteer resources in addressing the problem of illiteracy throughout the United States.

"(b) The Director shall assign volunteers to projects and programs that are designed to meet the the special needs of illiterate individuals and fulfill the antipoverty criteria of part A.

"(c)(1) The Director shall assign volunteers under this subsection to projects and programs that utilize volunteers to address the needs of illiterate individuals.

"(2) Programs and projects under this subsection may be administered by public or private nonprofit agencies and organizations includinig local, State, and national literacy councils and organizations; community-based nonprofit organization; local and State education agencies; local and State agencies administering adult basic education programs; educational institutions; libraries; antipoverty organizations; local, municipal, and State governmental entities, and administrative entities designated to administer job training plans under the Job Training Partnership Act.

"(3) In the assignment of volunteers under this subsection the Director shall give priority consideration to—

"(A) local programs and projects that assist illiterate individuals in greatest need of assistance residing in unserved or underserved areas with the highest concentrations of illiteracy and of low income individuals and families; and

"(B) Statewide programs and projects that encourage the creation of new literacy efforts, encourage the coordination of intrastate and interstate literacy efforts, and provide technical assistance to local literacy efforts.

"(d)(1) The Director shall assign volunteers under this subsection to projects and programs that primarily utilize volunteers to tutor illiterate individuals.

"(2) Programs and projects under this subsection may be administered by local public or private nonprofit agencies and organizations including local literacy councils and organizations, community-based nonprofit organizations, local educational

agencies, local agencies administering adult basic education programs, local educational institutions, libraries, antipoverty organizations, local and municipal governmental entities, and administrative entities designated to administer job training plans under the Job Training Partnership Act.

"(3) In the assignment of volunteers under this subsection the Director shall give priority consideration to local programs and projects that assist illiterate individuals in greatest need of assistance residing in unserved or underserved areas with the highest concentrations of illiteracy of low income individuals and families.

"(e) The Director shall ensure an equitable distribution of volunteers under this section between rural and urban areas.

"(f) The VISTA Literacy Corps shall consist of all volunteers serving under part A working on literacy projects and programs.

"(g) Funds made available under section 501(a) for the purposes of this section shall be used to supplement and not supplant the level of services provided under part A in fiscal year 1986 to address the problem of illiteracy.".

(b) CONFORMING AMENDMENT.—The table of contents of the Act is amended by inserting after the item relating to section 108 the following:

"Sec. 109. VISTA Literacy Corps.".

SEC. 5. SERVICE LEARNING PROGRAMS.

Section 111 of the Act is amended—

(1) by inserting "(a)" after the section designation;

(2) by striking out the second and third sentences of such section; and

(3) by adding the following new subsection:

"(b) This part provides for the University Year for ACTION (UYA) program of full-time volunteer service by students enrolled in institutions of higher education. The purpose of the UYA program is to strengthen and supplement efforts to eliminate poverty and poverty-related human, social, and environmental problems by enabling students at cooperating institutions to perform meaningful and constructive volunteer service in connection with the satisfaction of course-work while attending such institutions. Volunteer service under this part is conducted in agencies, institutions, and situations where the application of human talent and dedication may assist in the solution of poverty and poverty-related problems and secure and exploit opportunities for self-advancement by individuals experiencing such problems.".

SEC. 6. EVALUATION.

Section 416(a) of the Act is amended to read as follows:

"(a) The Director shall measure and evaluate the impact of all programs authorized by this Act, their effectiveness in achieving stated goals, in general, and in relation to their cost, their impact on related programs, and their structure and mechanism for delivery of services. Each program shall be evaluated at least once every three years. Evaluations shall be conducted by persons not immediately involved in the administration of the program or project evaluated. Such evaluation shall also measure and evaluate compliance with the equitable distribution requirement of section 414 of this Act.".

SEC. 7. SERVICES TO INDIANS.

(a) SPECIAL VOLUNTEER PROGRAMS.—Section 122(a)(1) of the Act is amended by inserting "(including Indian reservations)" after "rural areas".

(b) DEFINITIONS.—Section 421 of the Act is amended—

(1) by striking "and" at the end of paragraph (3);

(2) by striking the period at the end of paragraph (4) and inserting "; and"; and

(3) by adding the following paragraph:

"(5) the terms 'public agencies or organizations' and 'Federal, State, or local agencies' shall include any Indian tribe, band, nation, or other organized group or community (including any Alaskan native village or regional village corporation as defined in or established pursuant to the Alaska Native Claims Settlement Act) which is recognized by the United States or the State in which it resides as eligible for special programs and services provided to Indians because of their status as Indians.".

SEC. 8. AUTHORIZATIONS OF APPROPRIATIONS.

(a) NATIONAL VOLUNTEER ANTIPOVERTY PROGRAMS.—Section 501 of the Act is amended by striking subsections (a), (b), (c), and (d)(1) and inserting the following:

"SEC. 501. (a)(1) There is authorized to be appropriated to carry out part A of title I (except section 109) $25,000,000 for fiscal year 1987, $26,250,000 for fiscal year 1988, and $27,560,000 for fiscal year 1989.

"(2) There is authorized to be appropriated to carry out section 109(c) and to expand the number of VISTA literacy corps volunteers in literacy programs and projects under part A of title I of this Act $2,000,000 for fiscal year 1987, $3,000,000 for fiscal year 1988, and $5,000,000 for fiscal year 1989.

"(3) There is authorized to be appropriated to carry out section 109(d) and to expand the number of VISTA literacy corps volunteers in literacy programs and projects under part A of title I of this Act such sums as may be necessary for each of the fiscal years 1987, 1988, and 1989.

"(b) There is authorized to be appropriated to carry out part B of title I of this Act $1,800,000 for each of the fiscal years 1987, 1988, and 1989.

"(c) There is authorized to be appropriated to carry out part C of title I of this Act $1,984,000 for each of the fiscal years 1987, 1988, and 1989.

"(d)(1) of the amounts appropriated under this section for parts A, B, and C of title I and for sections 109(c) and 109(d), there shall first be available for part A of title I (other than section 109), an amount not less than the amount necessary to provide—

"(A) 2,600 years of volunteer service in fiscal year 1987;

"(B) 2,730 years of volunteer service in fiscal year 1988; and

"(C) 2,865 years of volunteer service in fiscal year 1989.".

(b) RETIRED SENIOR VOLUNTEER PROGRAM.—Section 502(a) of the Act is amended—

(1) by striking out "$30,412,000" and all that follows through "1985, and", and

(2) by inserting after "1986" the following: ", $32,340,000 for fiscal year 1987, $33,730,000 for fiscal year 1988, and $35,320,000 for fiscal year 1989".

(c) FOSTER GRANDPARENTS AND COMMUNITY SERVICE PROGRAMS.—Section 502(b) of the Act is amended—

(1) by striking out "$52,650,000" and all that follows through "1985, and", and

(2) by inserting after "1986" the following: ", $6,050,000 for fiscal year 1987, $63,680,000 for fiscal year 1988, and $66,660,000 for fiscal year 1989".

(d) SENIOR COMPANIONS PROGRAM.—Section 502(c) of the Act is amended—

(1) by striking out "$17,607,000" and all that follows through "1985, and", and

(2) inserting after "1986" the following: ", $29,740,000 for fiscal year 1987, $31,020,000 for fiscal year 1988, and $32,480,000 for fiscal year 1989".

(e) ADMINISTRATION AND COORDINATION.—Section 504 of the Act is amended by striking out "$25,800,000" and all that follows and inserting "$25,000,000 for each of the fiscal years 1987, 1988, and 1989.".

SEC. 9. TECHNICAL AMENDMENTS.

(a) USE OF GENDER NEUTRAL TERMINOLOGY.—

(1) Section 105(b) of the Act is amended by striking "he deems" and inserting "are considered".

(2) Section 112 of the Act is amended by striking "he" and inserting "the Director".

(3) Section 114(c) is amended by striking "he" both places it appears and inserting in both places "the Director".

(4) Section 122(b) of the Act is amended by striking "he" and inserting "the Director".

(5) Section 402 of the Act is amended—

(A) in paragraph (3) by striking "of his functions" and inserting "functions of the Director";

(B) in paragraph (7) by striking "he deems" and inserting "the Director considers";

(C) in paragraph (8) by striking "he shall deem" and inserting "the Director considers";

(D) in paragraph (10) by striking "him" both places it appears and by inserting in both places "the Director";

(E) in paragraph (11)(B) by striking "him" and inserting "the Director";

(F) in paragraph (11)(B)(ii) by striking "his" and inserting "the"; and

(G) in paragraph (14) by striking "he deems" and inserting "the Director considers".

(6) Section 403(a) of the Act is amended by striking "his" and inserting "an".

(7) Section 404(e) of the Act is amended in the second sentence by striking "he" and inserting "the Director".

(8) Section 412(a) of the Act is amended by striking "he" and inserting "the Director".

(9) Section 415(d) of the Act is amended by striking "he" and inserting "the Director".

(b) OTHER TECHNICAL AMENDMENTS.—

(1) Section 103(a) of the Act is amended by striking "and" at the end of paragraph (2).

(2) Section 113(c)(2) of the Act is amended by striking "Health and Human Services" and inserting "Education".

(3) Section 501(d) of the Act is amended by striking paragraph (3).

SEC. 10. EFFECTIVE DATES.

Except as otherwise provided, the amendments made by this Act shall take effect October 1, 1986.

COMMITTEE ACTION

On June 18, 1985, the Subcommittee on Select Education of the Committee on Education and Labor held an oversight hearing in celebration of the 20th anniversary of the VISTA program. Members heard testimony from current and former volunteers, supervisors, and administrators of the VISTA program. The witnesses testifying were: The Honorable John D. Rockefeller, IV, U.S. Senator from the State of West Virginia; Shayne Del Cohen, former VISTA volunteer, Nevada Inter-Tribal Council; Nancy Crowther VISTA volunteer, Coalition of Texans with Disabilities; Catherine D'Amato, Executive Director, Western Massachusetts Food Bank; and Carol Khosrovi Marshall, former VISTA director.

An oversight hearing on the Older American Volunteer Programs was held by the Subcommittee on Human Resources of the Committee on Education and Labor on October 29, 1985, in Washington, DC. Witnesses at the hearing included: Donna Alvarado, Director, ACTION Agency, accompanied by Rick Ventura, Deputy Director, and Daniel Bonner, Director, Office of Domestic and Anti-Poverty Operations; James Sugarman, President, National Association of RSVP Directors, New York, NY; Elizabeth Austin-Cherin, Board Member, National Association of Foster Grandparent Program Directors, representing Rita Katzman, President of the Association, Muskegon, MI; Nancy Doctor, President, National Association of Senior Companion Project Directors, Owensboro, KY; Jeanne Graham, Director, Niagara County Senior Companion Program, Niagara Falls, NY; and Inez Hedemann, Director, Social Service Department, Mount St. Mary's Hospital, Lewiston, NY.

On February 4, 1986, Mr. Williams introduced H.R. 4116, a bill (hereinafter in this report referred to as "the bill") to reauthorize Title I of the Domestic Volunteer Service Act (hereinafter in this report referred to as "the Act"). The bill was referred to the Subcommittee on Select Education.

A legislative hearing was held by the Subcommittee on Select Education on February 26, 1986, regarding the reauthorization of Titles I, IV and V of the Act. Among the witnesses testifying were: Donna Alvarado, Director, ACTION Agency, accompanied by Rick Ventura, Deputy Director, Daniel Bonner, Associate Director, Office of Domestic and Anti-Poverty Operations and Lowell Genebach, Director, Budget Division; Derek Bok, President, Harvard University; Kerry Kenn Allen, President, VOLUNTEER, The National Center; H. Craig Brenner, VISTA Supervisor, Gleaners Food Bank of Indiana; Mimi Mager, Executive Director, Friends of VISTA; and Dr. John Manning, President, International Reading Association.

Others providing testimony were: Jinx Crouch, Director, Literacy Volunteers of America; and Peter Waite, Executive Director, Laubach Literacy Action.

On April 16, 1986, H.R. 4607, a bill to reauthorize the Older American Volunteer Programs for fiscal years 1987 through 1989, was introduced by Mr. Kildee and was referred to the Committee on Education and Labor for consideration.

On April 18, 1986, the Subcommittee on Select Education met in open session and reported H.R. 4116, with amendments, to the Committee on Education and Labor. On April 23, 1986, the Committee on Education and Labor met in open session and considered H.R. 4607 and H.R. 4116. By unanimous consent, the Committee incorporated H.R. 4607 into H.R. 4116. The bill, as amended, was then ordered reported by the Committee on Education and Labor by a voice vote.

Title I—National Volunteer Anti-Poverty Programs

BACKGROUND

The Domestic Volunteer Service Act of 1973, Public Law 93-113, provides legislative authority for the establishment of ACTION as the Federal agency to administer domestic volunteer programs. Title I of the Act, national volunteer anti-poverty programs, encompasses Volunteers in Service to America (VISTA), Service Learning Programs and Special Volunteer Programs. These programs were authorized through fiscal year 1975, by Public Law 93-113, extended through fiscal year 1978 by the Domestic Volunteer Service Amendments of 1976, Public Law, 94-293, and further extended by the Domestic Volunteer Service Act Amendments of 1979, Public Law 96-143, which expired on September 30, 1981. The national volunteer anti-poverty programs were then authorized for two years under the Omnibus Reconciliation Act of 1981. That authorization expired on September 30, 1983. The Domestic Volunteer Service Act Amendments of 1983, Public Law 98-188, authorizes the programs through fiscal year 1986.

The national volunteer anti-poverty programs administered through the ACTION Agency are designed to address and alleviate the problems of the poor and the disadvantaged of our nation. These programs afford volunteer opportunities to Americans from all walks of life and age groups to lend a helping hand to their neighbors in need. As part of the reauthorization process, the Committee evaluated overall program benefits and the role of the Federal government in encouraging volunteer efforts. In particular, the Committee examined ACTION's efforts in media and public awareness and national recruitment and placement of VISTA volunteers. H.R. 4116, as reported, reflects the Committee's conclusions that the ACTION agency's programs continue to be valuable, but that some modifications are needed to improve them.

Part A—Volunteers In Service To America

First authorized in 1964, the Volunteers In Service To America (VISTA) program was conceived as a corps of volunteers who would serve on a full time basis in programs assisting low-income and dis-

advantaged Americans. Today, VISTA still holds this mandate. Since the beginning of the program, more than 80,000 Americans have served as VISTA volunteers, providing millions of their low-income neighbors the assistance they needed to "bootstrap" their way out of poverty.

Through VISTA, volunteers 18 years and older from all walks of life work with low-income individuals to overcome poverty-related problems and improve their economic situation by increasing their capacity for self-reliance. Volunteers commit themselves to work full-time for one year at a subsistence allowance. To the greatest extent possible, they live within the low-income communities they serve and work without regard to normal hours. They are available to the community 24 hours a day, seven days a week.

Volunteers play a unique role by working on projects that are developed and managed at the local level bringing together low-income individuals in self-help activities. Volunteers are assigned to public and private non-profit sponsoring organizations which direct the volunteers activities, and involve the people to be served by the volunteers in the planning and operation of the projects. Such projects may include: agricultural cooperatives, adult and youth literacy, domestic violence programs, food distribution programs, independent living programs for persons with severe disabilities, neighborhood revitalization, and senior citizen employment programs.

VISTA volunteers have made tangible contributions to local communities. The results of a survey conducted by Friends of VISTA in 1985, show that of literacy projects affiliated with the program, more than 90 percent said they could not maintain their present level of activity without VISTA. Project directors reported that the participation of a full-time VISTA volunteer was a key to effective program efforts. A survey of VISTA projects addressing hunger and hunger-related activities revealed similar reliance on the program. Eighty-six (86) percent of the projects responding said they could not maintain their current level of activity without VISTA. The non-VISTA volunteer contributed, on average, only nine hours per week, in contrast with the full-time efforts of VISTA workers.

During the last 21 years VISTA has evolved to more closely reflect the profile and needs of its consistency. In 1965, VISTA volunteers were primarily white, middle class, college graduates who spent one year in a poor community away from their homes. Program policies now allow the Director to assign low-income community volunteers to work in their home communities in teams with nationally recruited volunteers. In this way, VISTA not only allows the nationally recruited volunteer an opportunity to lend his or her expertise to and serve the needs of the community through a specific project, it also develops the skills of community residents, thereby nurturing local leadership capacity and program self-sufficiency when VISTA assistance has ended.

For many VISTA volunteers, their year or years as a VISTA represented their first exposure to community service as well as to poverty and its related problems. For others, VISTA represents an opportunity to gain job experience, self confidence and leadership skills, and at the same time find local and lasting solutions to community problems. For many locally-recruited, low-income volun-

teers, VISTA represented their first chance to become problem solvers, rather than being identified as the problem themselves. The overwhelming majority of former VISTAs have chosen to continue their work in anti-poverty, social service and volunteer programs long after their service was completed.

Part B—Service Learning Programs

The purpose of Service Learning Programs is to link the needs of the disadvantaged, with the resources of education and student interest in community service. Service Learning Programs enable communities to reap not only immediate benefits from students who serve while in school, but also, long-term benefits when, after having completed their education, these men and women continue their involvement in community affairs.

The University Year for ACTION (UYA) is a service learning program which provides postsecondary students with opportunities to volunteer in anti-poverty projects in local communities. The program provides students with an experience-based education, for which they may receive academic credit, and provides low-income communities with volunteer resources needed to address poverty-related problems. Projects are usually developed by a local community agency or organizations, which provides volunteer assignments and supervision, along with an educational institution, which provides student volunteers, supervision of the academic component of the project and any additional faculty support or institutional resources that are necessary to the project's operation. Members of the low-income community fully participate in the project's development and management.

UYA volunteers may work in such assignments as youth services, job training and development, housing rehabilitation, delinquency and crime prevention, drug and alcohol abuse, literacy and other remedial education, and senior citizen programs. Fiscal year 1982 was the last year in which funds were obligated for UYA.

The Young Volunteers in ACTION (YVA) program was created in 1981, as part of the ACTION Agency's efforts to promote voluntarism at relatively low cost. Through YVA, students aged 14–22 years old serve 1 year, about 8 hours weekly, in projects which address the social and environmental problems related to poverty. Activities include providing counseling and tutoring assistance among other activities, to such groups as the elderly, refugee children, runaway youth, the developmentally disabled, Indians and migrant workers. In fiscal year 1985, there were 15,000 volunteers serving in 75 YVA projects with about 200 volunteers per project.

Included within the service learning programs is the National Center for Service Learning (NCSL). The program provides seminars and workshops and technical assistance to high schools, colleges and community organizations and agencies engaged in developing and managing student volunteer programs addressing poverty and poverty-related problems. NCSL's activities are to encourage voluntarism among students, to increase the number of student volunteers in community activities and to help students realize the value of voluntarism as a learning opportunity. NCSL does not provide local projects with operating funds.

Part C—Special Volunteer Programs

The Special Volunteer Programs are designed to encourage participation in volunteer services and to demonstrate and replicate innovative volunteer and citizen participation efforts. ACTION has two areas in this program. First, the State Office of Voluntarism Program provides a coordination point within state government to assist state and local agencies, elected officials, and private voluntary organizations in promoting and expanding volunteer services. Second, the Volunteer Demonstration and "Mini-Grant" programs address areas of human and social concern where citizens, as volunteers, can contribute toward individual self-reliance and community self-sufficiency. The program makes grants available to public agencies and private organizations for projects that may serve as models for new volunteer initiatives. Current projects include a runaway youth program, a drug prevention program, a refugee assistance program, placement and counseling services, and a literacy program.

Title II—National Older American Volunteer Programs

BACKGROUND AND NEED FOR LEGISLATION

A government reorganization plan shifted administration of the Older American Volunteer Programs from HEW to ACTION (Reorganization Plan No. 1, enacted March 24, 1973). Authorization of the Older American Volunteer Programs for fiscal year 1973 was provided by the Older American Comprehensive Services Amendments of 1973 (Public Law 93-29, enacted May 3, 1973.)

Public Law 93-113, the Domestic Volunteer Service Act of 1973, was enacted on October 1, 1973, authorizing the Retired Senior Volunteer Program (RSVP) under title II, Part A, and the Foster Grandparent Program (FGP) and Senior Companion Program (SCP) under title II, Part B, for three years through fiscal year 1976. Language relating to local share proportions was amended in 1974 in the Older Americans Act Amendments of 974 (Public Law 93-351, enacted July 12, 1974).

The Older American Volunteer Programs were extended through fiscal year 1978 by the Older Americans Act Amendments of 1975 (Public Law 94-135, enacted November 28, 1975). An amendment relating to the children to be served by the FGP was included in the Domestic Volunteer Service Act Amendments of 1976 (Public Law 94-293, enacted May 27, 1976). An extension for the programs through fiscal year 1981 was provided under the Comprehensive Older Americans Act Amendments of 1978 (Public Law 95-478, enacted October 18, 1978).

In 1981, legislation to extend the Older American Volunteer Programs for three additional years was attached as an amendment to H.R. 3046, the Older Americans Act Amendments of 1981, during the Subcommittee on Human Resources mark-up. This was reported from the Committee on Education and Labor, but was subsequently overtaken by the Omnibus Budget Reconciliation Act of 1981 (Public Law 97-35, enacted August 13, 1981) which reauthorized the programs for two years, through fiscal year 1983. In addi-

tion, this Act provided, for the first time, a separate authorization of appropriations for the Senior Companions Program.

A bill to reauthorize the Older American Volunteer Programs through fiscal year 1986, H.R. 1719, was reported out of Subcommittee on Human Resources on April 29, 1983. This bill was incorporated into H.R. 2655, the Domestic Volunteer Service Act of 1983, and reported from full committee on May 16, 1983. On October 28, 1983, the House passed H.R. 2655, and then passed in lieu S. 1129, amended. The conferees did not reach agreement until May 1984, and the bill became Public Law 98-288 on May 21, 1984. In the absence of authorizing legislation during much of fiscal year 1984, the older volunteer programs were funded by the Continuing Resolution of 1984, P.L. 98-151.

The three senior volunteer programs, designated the Older American Volunteer Programs (OAVP) and authorized under Title II of the Domestic Volunteer Service Act of 1973, are designed to provide opportunities for older individuals to continue to contribute in a meaningful way to their communities. Through a wide range of volunteer activities, they provide important assistance in schools, hospitals, homes, and various community facilities and institutions to those with physical, mental, or social needs.

The programs serve two purposes. The first of these is to provide opportunities for older individuals to be active, contributing members of their communities. Secondly, communities benefit from the experience, enthusiasm and dedication of the older volunteers who serve in these programs.

The three Older American Volunteer Programs, the Foster Grandparent program (FGP), the Senior Companions Program (SCP), and the Retired Senior Volunteer Program (RSVP), are administered as three separate programs under Title II by the ACTION Agency.

Foster Grandparent volunteers help children with physical, mental, emotional or social disabilities. They work under the sponsorship of nonprofit agencies such as schools, hospitals, day-care centers and institutions for the mentally and physically handicapped. Senior Companion volunteers assist chronically homebound elderly people in maintaining their independence so as to avoid institutionalization. They also assist elderly individuals who are faced with discharge from hospitals or other institutions in making the adjustment to independent living. The Foster Grandparent and Senior Companion programs are open to low-income individuals aged 60 or over. These volunteers receive a small stipend, transportation assistance, meals during their volunteer assignment, annual physical examinations and accident and personal liability insurance.

The 1984 Amendments to the Domestic Volunteer Service Act expanded the Senior Companion Program by providing for new projects designed to utilize Senior Companion volunteer trainers who would be recruited from professionals in fields such as the health professions, home economics and social work and who would work with Senior Companion volunteer leaders and senior companion volunteers in the areas of needs assessment and in-home services coordination. At the end of three years an evaluation and a report to Congress were required to include: Information on the

cost-effectiveness of the Senior Companion volunteers' services vis-a-vis long-term care costs for those being served; the effectiveness of the use of volunteers in the provision of long-term care services; the effect on volunteers themselves in connection with their health-care needs and health-related costs; the extent of coordination with other Federal and State programs providing home-health care; and, generally, the effectiveness of using Senior Companion volunteers, volunteer leaders, and volunteer trainers.

RSVP volunteers serve part-time on projects supervised by nonprofit sponsors such as local government, senior service organizations, and Community Action Agencies. RSVP projects cover a wide range of community needs. In recent years, RSVP volunteers have served in such areas as food distribution programs, housing, health, nutrition, tutoring programs, literacy programs, and youth services. Project sponsors may provide RSVP volunteers with transportation costs and accident insurance.

For fiscal year 1986 the number of projects and estimates for the number of volunteers for each of the programs are as follows:

Projects volunteers	Project	Number
Retired Senior Volunteer Program	751	365,000
Foster Grandparents Program	249	18,000
Senior Companions Program	94	5,300

The FGP, was first developed as a cooperative effort between the Office of Economic Opportunity (OEO) and the Department of Health, Education and Welfare (HEW). Both FGP and RSVP were first authorized legislatively through fiscal year 1972 by the Older Americans Act Amendments of 1969 (Public Law 91-69). The Senior Companions Program (SCP) was first authorized by the Domestic Volunteer Service Act of 1973, Public Law 93-113.

Title V—Authorization of Appropriations

Authorizations/appropriations history

Title I Programs

The authorization level for Title I, Part A—Volunteers in Service to America (VISTA) program for FY 1985 was $20 million. The actual appropriation level for VISTA for FY 1985 was $17 million. This represents a $2 million increase in funding over the FY 1984 level; $1 million more than it received in FY 1982; and $12.96 million less than it received in FY 1980. For FY 1986, VISTA received an appropriation of $19 million. In accordance with the Balanced Budget and Emergency Deficit Control Act of 1985, $817,000 was sequestered. Thus, the revised appropriation for FY 1986 is $18,183,000.

The authorization level for Title I, Part B—Service Learning programs for FY 1985 was $1.8 million. The actual appropriation level for Service Learning programs for FY 1985 was $1.76 million. This represents a $70,000 decrease in funding compared to the FY 1984 level; an $80,000 increase over the amount it received in FY 1982; and $1.03 million less than it received in FY 1980. For FY 1986,

Service Learning programs received an appropriation of $1.37 million. In accordance with the Balanced Budget and Emergency Deficit Control Act of 1985, $59,000 was sequestered. Thus, the revised appropriation for FY 1986 is $1,309,000.

The authorization level for Title I, Part C—Special Volunteer programs for FY 1985 was $1.98 million. The actual appropriation level for Special Volunteer programs for FY 1985 was $1.90 million. This represents an $80,000 decrease in funding compared to the FY 1984 level; $60,000 more than it received in FY 1982; and $1.44 million less than it received in FY 1980. For FY 1986, Special Volunteer programs received an appropriation of $1.80 million. In accordance with the Balanced Budget and Emergency Deficit Control Act of 1985, $77,000 was sequestered. Thus, the revised appropriation for FY 1986 is $1,724,000.

Since the inception of the Domestic Volunteer Service Act in 1973, the Congress has mandated a funding floor for the VISTA program. In each subsequent reauthorization, the legislation provided that of the total funds appropriated for Title I programs, a specific amount of funds must first be made available for the VISTA program. With the passage of The Domestic Volunteer Service Act Amendments of 1983 the funding floor was converted to a service year level rather than a specific dollar amount. A service year is determined as the cost of maintaining one VISTA volunteer for one year. The 1983 legislation mandated that of the total funds appropriated for Title I programs, there must first be made available funds adequate to produce a minimum of 2000, 2200 and 2400 full-time VISTA volunteer service years in fiscal years 1984, 1985, and 1986, respectively.

This funding floor mechanism sets VISTA as the priority Title I program and ensures that VISTA first receives a certain minimum funding level prior to providing funding for other Title I programs.

Title II Programs

The authorization level for Title II, Part A—Retired Senior Volunteer Programs (RSVP) for FY 1985 was $30.4 million. The actual appropriation level for RSVP for FY 1985 was $29.62 million. This represents a $1.88 million increase in funding over the FY 1984 level; $3.23 million more than it received in FY 1982; and $3.4 million more than it received in FY 1980. For FY 1986, RSVP received an appropriation of $29.62 million. In accordance with the Balanced Budget and Emergency Deficit Control Act of 1985, $1,274,000 was sequestered. Thus, the revised appropriation for FY 1986 is $28,346,000.

The authorization level for Title II, Part B—Foster Grandparent Program (FGP) for FY 1985 was $56.7 million. The actual appropriation level for FGP for FY 1985 was $56.1 million. This represents a $7.6 million increase in funding compared to the FY 1984 level; an $10.02 million increase over the amount it received in FY 1982; and $9.2 million more than it received in FY 1980. For FY 1986, FGP received an appropriation of $56.1 million. In accordance with the Balanced Budget and Emergency Deficit Control Act of 1985, $2,412,000 was sequestered. Thus, the revised appropriation for FY 1986 is $53,688,000.

The authorization level for Title II, Part C—Senior Companion Program (SCP) for FY 1985 was $28.2 million. The actual appropriation level for SCP for FY 1985 was $18.09 million. This represents an $4,470,000 increase in funding compared to the FY 1984 level; $5,820,000 more than it received in FY 1982; and $7,890,000 more than it received in FY 1980. For FY 1986, SCP received an appropriation of $18.09 million. In accordance with the Balanced Budget and Emergency Deficit Control Act of 1985, $778,000 was sequestered. Thus, the revised appropriation for FY 1986 is $17,308,000.

Title IV Programs

The authorization level for Title IV, Administration and Coordination for the ACTION Agency for FY 1985 was $27 million. The actual appropriation level for these activities for FY 1985 was $25.8 million. This represents an $20,000 decrease in funding compared to the FY 1984 level; $1.86 million less than the Agency received in FY 1982; and $390,000 less than it received in FY 1980. For FY 1986, the ACTION Agency received an appropriation of $25.31 million. In accordance with the Balanced Budget and Emergency Deficit Control Act of 1985, $1,088,000 was sequestered. Thus, the revised appropriation for FY 1986 is $24,224,000.

The following table shows the authorization and appropriations levels for programs authorized under the Domestic Volunteer Service Act of 1973, as amended for fiscal years 1980 through 1986 (pre-sequestration).

PROGRAMS AUTHORIZED UNDER THE DOMESTIC VOLUNTEER SERVICE ACT OF 1973, AS AMENDED, AUTHORIZATIONS AND APPROPRIATIONS

[In millions of dollars]

Program	Fiscal year 1980		Fiscal year 1981		Fiscal year 1982		Fiscal year 1983	
	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation
Title I:								
Volunteers in Service to America (VISTA)	(1)	29.96	(1)	30.59	(2)	16.00	(3)	11.83
Service Learning Programs	(1)	2.83	(1)	2.80	(2)	1.72	(3)	1.83
Special Volunteer Programs	(1)	3.34	(1)	1.88	(2)	1.84	(3)	1.98
Title II:								
Retired Senior Volunteer Program (RSVP)	30.00	26.22	35.00	27.72	28.70	26.39	30.40	27.44
Foster Grandparent Program (FGP)	(4)	46.90	(5)	48.40	49.70	46.08	52.70	48.40
Senior Companion Program (SCP)	(4)	10.20	(5)	12.78	16.60	12.17	17.3	12.02
Title IV: Administration and Coordination	(1)	26.19	(1)	28.92	30.09	27.66	29.35	25.82
Total		145.64		153.09		131.86		129.32

PROGRAMS AUTHORIZED UNDER THE DOMESTIC VOLUNTEER SERVICE ACT OF 1973, AS AMENDED, AUTHORIZATIONS AND APPROPRIATIONS—Continued

[In millions of dollars]

Program	Fiscal year 1984		Fiscal year 1985		Fiscal year 1986	
	Authorization	Appropriation	Authorization	Appropriation	Authorization	Appropriation
Title I:						
Volunteers in Service to America (VISTA)	17.00	15.00	20.00	17.00	25.00	19.00
Service Learning Programs	1.80	1.83	1.80	1.76	1.80	1.37
Special Volunteer Programs	1.98	1.98	1.98	1.90	1.98	1.80
Title II:						
Retired Senior Volunteer Program (RSVP)	29.70	27.74	30.40	29.62	31.10	29.62
Foster Grandparent Program (FGP)	54.30	49.70	56.70	56.10	58.70	56.10
Senior Companion Program (SCP)	27.80	13.52	28.20	18.09	28.60	18.09
Title IV: Administration and Coordination	25.80	25.82	27.00	25.80	28.00	25.31
Total		129.32		150.16		151.29

[1] Such sums as may be necessary.
[2] $25.763 authorized for title I programs, with not less than $16 million to be available for VISTA.
[3] $15.391 authorized for title I programs, with not less than $8 million to be available for VISTA.
[4] For fiscal year 1980, $62.5 million was authorized for FGP and SCP combined.
[5] For fiscal year 1981, $70 was authorized for FGP and SCP combined.
[6] Programs funded under a continuing resolution prior to passage of the authorizing legislation. The VISTA appropriation included a $3.2 million supplemental appropriation; FGP, $1.3 million; SCP, $1.5 million; and RSVP, $300,000.
[7] The fiscal year 1986 dollar amounts are subject to a 4.3 percent sequestration under the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99–177, commonly known as the Gramm-Rudman-Hollings Act).

Explanation of H.R. 4116

PREAMBLE

In a report filed in August of 1982, the House Committee on Government Operations cited that The Domestic Volunteer Service Act of 1973 does not provide the ACTION Agency with "an overall mission or purpose statement". The report went on to state that "the absence of a Congressionally imposed legislative statement of Agency mission remains a critical omission." In response to similar concerns expressed by the Agency, section 2 of the bill amends the Act by adding a new section entitled "Volunteerism Policy." The section makes a general statement on purpose of the Agency and its role in promoting volunteerism. It states that the purpose of the ACTION agency is to foster and expand voluntary citizen service in communities throughout the nation in activities to help the poor, the disadvantaged, the vulnerable and the elderly. ACTION is further directed to utilize to the fullest extent the programs authorized under this Act (VISTA, the Retired Senior Volunteer Program, the Foster Grandparent Program, and the Senior Companion Program) and coordinate with other Federal, State and local agencies to utilize the energy, innovative spirit, experience and skills of all Americans in those activities.

Title I—National Volunteer Anti-poverty Programs

VOLUNTEERS IN SERVICE TO AMERICA

Recruitment and Assignment

Section 3 of the bill amends section 103 of the Act to expand local and national efforts to recruit and assign individuals to serve as VISTA volunteers. The section requires the Director of the

ACTION Agency to estalish procedures to recruit and place individuals from all walks of life, age groups, economic levels, and geographic areas to serve in the VISTA program. The section stipulates that such procedures include an information system to make potential applicants aware of the broad range of VISTA volunteer opportunities and a system to identify and place qualified volunteers where their skills are most needed.

By requiring the Agency to establish such procedures, it is the intent of the Committee that the Agency act as a national information clearinghouse, providing information to both potential volunteers and sponsoring organizations. This is not to be interpreted as a wholly new authority, but rather, expansion and more effective use of established communications channels. Currently, the ACTION agency has a toll-free telephone line which refers callers to the VISTA coordinators in their home state. It is the Committee's intent that the Agency provide information to callers regarding VISTA service opportunities that exist in their local area and across the nation and provide sponsoring organizations with information regarding the availability and the specialized skills of potential volunteers.

The Committee is concerned that current ACTION Agency policy turns over most of the responsibility for recruiting and training of VISTA volunteers to the local sponsoring organizations. The effect of this policy has been to severely limit opportunities for VISTA volunteer services to those individuals who know of an already approved VISTA project in their community that has not yet recruited its quota of approved VISTA volunteers. Thus, Section 103 has been further amended to require the Director to establish appropriate procedures and policies to expand national and local recruitment, media and public awareness efforts.

The Agency is further directed to develop specialized programs designed to recruit special populations (i.e. recent college graduates, special skilled volunteers, and individuals 55 years of age and older) as VISTA volunteers. The Committee is concerned that there is not a comprehensive national program to recruit individuals in these special populations with the necessary skills and commitment to serve in the program. As Derek Bok, President of Harvard University testified, "I wonder how we can nurture community spirit in our young people if we do not demonstrate through our budget priorities the values we espouse . . . A lasting concern for the community comes from the chance to work for others, see their needs, and contribute to something larger than oneself." The Committee believes that through the VISTA program, young and old alike are afforded such opportunities.

The Committee recognizes that the placement of volunteers in their own communities or in nearby communities results in effective VISTA projects, and it expects the Director to encourage such placements. However, the Committee also recognizes the importance of having a strong system of national recruitment. This focus on national recruitment allows projects to recruit individuals with the appropriate skills required to fulfill the community identified needs when such skilled persons are not available within the local area. For these reasons, the legislation requires that, in assigning volunteers to VISTA projects, the Directors consider both the com-

munity needs and the individual preferences of the VISTA volunteers in regard to placement in various geographic areas of the nation.

The section also amends section 407 of the Act and mandates that the Director submit to the appropriate Committees of the Congress a report describing the efforts taken to comply with this provision of the law.

VISTA Literacy Corps

While the number of persons classified as illiterate varies with the definition, estimates are that as much as one-third of the population is functionally illiterate—those who are unable to read, write or compute efficiently. Illiteracy is America's shame and our national tragedy. It is a waste for the individual because he or she loses hope, self-respect, and financial security. It is a drag on our economy because it's costs are staggering. Author Jonathan Kozoll, in his book, *Illiterate America,* estimates that at least $100 billion is lost per year in GNP and productivity due to illiteracy. It is a danger to our defense because many soldiers cannot even begin the training they need to operate sophisticated military equipment. It is a blot on our democracy because illiterate persons are unable to participate in the political process and make informed choices.

In order to address the problem of illiteracy, the Committee has added a new section 109 to Part A of Title I of the Act under which a VISTA Literacy Corps is established. Subsection (a) of section 109 establishes the VISTA Literacy Corps. Subsection (b) provides for placement of volunteers. Subseciton (c) provides for a separate effort and authorization for placing VISTA volunteers in literacy programs or projects utilizing those volunteers in traditional roles such as mobilizers and catalysts in those areas in greatest need of assistance. Subsection (d) provides for another separate effort and authorization for placing VISTA volunteers in literacy programs or projects that primarily utilize those volunteers to tutor illiterate individuals. A detailed description of each subsection follows.

Section 4 of the bill amends Title I, Part A of the Act by adding a new section 109. The new section 109(a) of the Act establishes a VISTA Literacy Corps. It is the Committee's expectation that the Director of the ACTION Agency will establish the VISTA Literacy Corps upon enactment of this legislation irrespective of whether Congress appropriates funds under sections 109(c) or 109(d). The purpose of the Corps is to use VISTA volunteers to strengthen, supplement and expand efforts of both public and private nonprofit organizations to mobilize local, State, Federal, and private sector financial and volunteer resources to address the problem of illiteracy throughout the United States.

The new section 109(b) of the Act authorizes the Director to assign volunteers to projects or programs that are designed to meet the special needs of illiterate individuals and fulfill the anti-poverty criteria of Part A. The Committee recognizes the valuable contribution that VISTA volunteers currently make to our efforts to combat illiteracy throughout our nation, and it commends the ACTION Agency for its policy of committing more than 25 percent of its volunteer service resources toward that end. For that reason, the Committee intends that the VISTA Literacy Corps will consist

of all VISTA volunteers working on literacy projects and programs, not just volunteers working in literacy projects or programs funded pursuant to sections 109(c) and 109(d).

The new section 109(c) of the Act provides that the Director shall assign volunteers to projects and programs that utilize volunteers to address the needs of illiterate individuals. In making such assignments, the Director is given the authority to assign VISTA volunteers to projects or programs that utilize those volunteers to perform activities traditionally performed by VISTA volunteers including but not limited to recruiting and training those in need of tutoring; recruiting and training community tutors; supporting, establishing and expanding local and State literacy councils and organizations; increasing community awareness of illiteracy; generating additional public and private sector support for literacy activities; and assisting in institutionalizing VISTA supported literacy programs and projects.

In placing volunteers under this subsection, priority consideration is given to local programs and projects that assist illiterate individuals in the greatest need of assistance residing in unserved or underserved areas with the highest concentrations of illiteracy and the highest concentrations of low-income individuals and families; and statewide programs or projects that encourage the creation of new literacy efforts, encourage the coordination of literacy efforts within or among States, and provide technical assistance to programs or projects providing assistance to illiterate individuals.

The organizations to which volunteers may be assigned are public or private nonprofit agencies; local, State and national literacy councils and organizations; community based nonprofit organizations, local and State education agencies; local and State agencies administering adult basic education programs; educational institutions; libraries; anti-poverty organizations; local, city and State governmental entities; and administrative entities designated to administer job training plans under the Job Training Partnership Act.

In specifying types of organizations eligible to administer literacy programs or projects under section 109(c), the Committee does not wish to discourage placement of volunteers with other appropriate organizations that would meet the anti-poverty criteria set forth in the Act. It is the intent of the Committee that the Director of the ACTION Agency work with the Secretary of Education, the Secretary of Labor and others regarding the availability of VISTA volunteers to serve such appropriate projects. The Committee wishes to re-emphasize the mandate of Part A of the Act that organizations meet the anti-poverty criteria and to direct that the limited resources of the VISTA programs to combat poverty not be diminished through inappropriate use.

It is the intent of the Committee that no funds be expended for the operation of programs authorized under section 109(c) until the funding required to carry out the activities in Part A is made available.

Under the new section 109(d), the Director is authorized to assign volunteers to programs or projects that utilize VISTA volunteers primarily for one-on-one tutoring of low-income individuals. In placing volunteers as tutors under this subsection, priority consid-

eration is given to local programs and projects that assist illiterate individuals in the greatest need of assistance residing in unserved or underserved areas with the highest concentrations of illiteracy and the highest concentrations of low-income individuals and families.

The organizations to which volunteers may be assigned under this authority are community-based nonprofit organizations; local educational agencies; local agencies administering adult basic education programs; local educational institutions; libraries; anti-poverty organizations; local and municipal governmental entities; and administrative entities designated to administer job training plans under the Job Training Partnership Act.

In specifying types of organizations eligible to administer literacy programs or projects under section 109(d), the Committee does not wish to discourage placement of volunteers with other appropriate organizations that would meet the anti-poverty criteria set forth in the Act. It is the intent of the Committee that the Director of the ACTION Agency work with the Secretary of Education, the Secretary of Labor and others regarding the availability of VISTA volunteers to serve such appropriate projects. The Committee wishes to re-emphasize the mandate of Part A of the Act that organizations meet the anti-poverty criteria and to direct that the limited resources of the VISTA programs to combat poverty not be diminished through inappropriate use.

It is the intent of the Committee that no funds be expended for the operation of programs authorized under section 109(d) until the funding required to carry out the activities in Part A is made available.

Further, the Committee recommends that if the Appropriations Committee is faced with a choice of funding only one part of section 109, that section 109(d) be funded only after section 109(c) has been funded.

Finally, it is the Committee's intention that activities performed under sections 109(c) and 109(d) be used to supplement and not supplant the level of services provided under Part A in fiscal year 1986 to address the problem of illiteracy.

Service Learning Programs

Section 5 of the bill amends section 111 of the Act to delete the description of the University Year for Action program from the section and add it as a new subsection. In reviewing current statutory language, the Committee found that the explanation of the University Year for Action program was enveloped within the general description of Service Learning programs. By making this change, the Committee clarifies the statutory language regarding Service Learning Programs, and specifically, the University Year for Action program.

TITLE II—OLDER AMERICAN VOLUNTEER PROGRAMS

The bill extends the Older American Volunteer Programs (RSVP, FGP, and SCP) for three additional years without major changes. This reflects a favorable assessment by the Committee of the manner in which these programs have been implemented. Au-

thorizations for the three programs are at current policy levels (1986 authorization levels plus CBO's current policy estimates). These authorization levels provide an amount sufficient to maintain the current number of volunteers.

Senior Companion Program

In a hearing held to explore the effect on the frail elderly of Medicare's new Diagnostic Related Groupings (DRG) system, which is resulting in older patients being discharged from the hospital while still in need of help in order to convalesce successfully at home, the Subcommittee on Human Resources heard testimony citing gaps in the system of home health care, particularly in instances where family members were unavailable, non-existent, or simply unable physically to provide the kind of reassurance and help needed.

In a subsequent hearing, the Subcommittee on Human Resources heard testimomy on the very effective work of Senior Companion volunteers in closing this gap for those frail elderly without family support. The Senior Companions were described as "very special persons providing support and reassurance," as making the difference between a patient's going home or going to a nursing home, and as unusually cost-effective.

This favorable picture of the use of Senior Companions in discharge planning for Medicare patients being released from the hospital was reinforced by committee staff site visits to projects where Senior Companions were shown to be making a substantial difference to older persons in need of support as they were released from hospital treatment.

The Senior Companion Program was expanded somewhat in the 1984 Amendments to the Domestic Volunteer Service Act, and subsequent appropriations actions have provided for a modest increase in the number of Senior Companions and projects. There is still a substantial gap between the funds authorized to be appropriated and the amount actually appropriated. The Committee is supportive of closing the gap.

Title IV—Administration and Coordination

Evaluations

Section 6 of the bill amends section 416 of the Act by requiring that ACTION Agency programs be evaluated at least once every three years rather than biennially. Such evaluations are to be conducted by persons not immediately involved in the administration of the program or project evaluated and are required to measure and evaluate compliance with the equitable distribution requirement for rural and urban areas set forth on section 414 of the Act.

Services to Indians

Section 7 of the bill amends section 122(a)(1) of the Act to include Indian reservations when considering placements in rural areas.

Section 7(b) amends section 421 of the Act to include within the definitions of "public agencies or organizations" and "Federal, State or local agencies" any Federal or State recognized Indian tribe, band, nation, or other organized group or community (includ-

ing any Alaskan Native village or regional village corporation as defined in or established pursuant to the Alaskan Native Claims Settlement Act) who are eligible for special programs and services provided to Indians because of their status as Indians.

In adding these definitions it is not the intent of the Committee to discourage placement of volunteers with other appropriate urban or rural Native American organizations that would meet the anti-poverty criteria set forth in the Act.

The Committee is concerned about the small number of VISTA projects which serve Native Americans. Currently, only 52 volunteers are serving at 9 projects focusing on Native American needs, out of a total of approximately 500 projects; in 1968, 229 volunteers in 49 projects worked in activities serving Native Americans. The Committee wishes to reemphasize that serving Indians is a priority in the statute.

Position of Director of Older American Volunteer Programs

The Subcommittee on Human Resources heard testimony from several witnesses recommending that current law be amended to require that the Director of the Older American Volunteer Programs (OAVP) be appointed by the President, with the advice and consent of the Senate.

The Committee shares the concern expressed by these witnesses that the Director should be accorded a higher profile than appears to be the case at present. A higher profile for the head of the programs would facilitate support from the private sector and make it possible for these extremely worthwhile programs to make an even greater impact on the quality of caring in our communities.

The Committee is not recommending at the present time that the Director of OAVP be appointed by the President, as is the case now with the three top offficials in the ACTION Agency under current law. However, we do urge the Agency to encourage greater visibility for the Director, who should have a strong background in volunteerism.

Title V—Authorization of Appropriations

Section 8(a) of the bill amends section 501 of the Act to authorize the appropriations for each of the fiscal years 1987, 1988, and 1989. To carry out the programs under Part A of Title I (except for section 109) $25,000,000 for fiscal year 1987, $26,250,000 for fiscal year 1988 and $27,560,000 for fiscal year 1989 is authorized, respectively. The section also provides for separate line authorizations for the programs under section 109 to expand the number of VISTA literacy corps volunteers in literacy programs or projects under Part A of Title I. For the fiscal years 1987, 1988, and 1989 the sums of $2,000,000, $3,000,000, and $5,000,000, respectively, are authorized to carry out section 109(c) and such sums as may be necessary are authorized to carry out section 109(d).

The section provides for Part B of Title I, $1,800,000 annually for each of the fiscal years 1987, 1988, and 1989; and for Part C of Title I, $1,984,000 annually for each of the fiscal years 1987, 1988, and 1989. The section further provides that of the funds appropriated for all Title I programs, including section 109(c) and 109(d), there

must first be available for efforts under Part A (other than section 109) amounts not less than are necessary to provide 2,600 volunteer service years in fiscal year 1987; 2,730 volunteer service years in fiscal year 1988; and 2,865 volunteer service years in fiscal year 1989.

Section 502 of the Act is amended Section 8, subsections (b), (c) and (d) of the bill to authorize the appropriations for each of the fiscal years 1987, 1988, and 1989. To carry out the Retired Senior Volunteer Programs amounts authorized are $32,340,000 for fiscal year 1987, $33,730,000 for fiscal year 1988 and $35,320,000 for fiscal year 1989. For the Foster Grandparent and Community Service Programs amounts authorized are $61,050,000 for fiscal year 1987, $63,680,000 for fiscal year 1988 and $66,660,000 for fiscal year 1989. Finally, for the Senior Companion Program amounts authorized are $29,740,000 for fiscal year 1987, $31,020,000 for fiscal year 1988 and $32,480,000 for fiscal year 1989.

Section 8(e) of the bill amends Section 504 of the Act to authorize $25,000,000 annually for each of the fiscal years 1987, 1988 and 1989 for administration and coordination funds for the ACTION agency.

Congressional Budget Office Estimate

In compliance with clause 2(l)(3)(C) of Rule XI of the Rules of the House of Representatives, the estimate prepared by the Congressional Budget Office Pursuant to section 403 of the Congressional Budget Act of 1974, submitted prior to the filing of this report, is set forth as follows:

U.S. Congress,
Congressional Budget Office,
Washington, DC, May 1, 1986.

Hon. Augustus F. Hawkins,
Chairman, Committee on Education and Labor,
U.S. House of Representatives, Washington, DC.

Dear Mr. Chairman: The Congressional Budget Office has prepared the attached cost estimate for H.R. 4116, the Domestic Volunteer Service Act Amendments of 1986, as ordered reported by the House Committee on Education and Labor on April 23, 1986.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,
Sincerely,

Rudolph G. Penner, *Director.*

Cost Estimate

1. Bill number: H.R. 4116.

2. Bill title: Domestic Volunteer Service Act Amendments of 1986.

3. Bill status: As ordered reported by the House Committee on Education and Labor on April 23, 1986.

4. Bill purpose: The purpose of this bill is to amend and extend the authorization for appropriations for programs under ACTION,

the Federal domestic volunteer agency. This bill is subject to subsequent appropriations action.

5. Estimated cost to the Federal Government:

[By fiscal year, in millions of dollars]

	1987	1988	1989	1990	1991
National Volunteer Antipoverty Programs:					
Volunteers in Service to America:					
Authorization level	25	26	28	.....	.....
Estimated outlays	15	25	27	11	1
VISTA Literacy Corps:					
Needs of illiterate individuals:					
Authorization level	2	3	5	.....	.....
Estimated outlays	1	3	4	2	0
Tutoring:					
Estimated authorization level	2	3	5	.....	.....
Estimated outlays	1	3	4	2	0
Service-Learning Programs:					
Authorization level	2	2	2	.....	.....
Estimated outlays	1	2	2	1	0
Special Volunteer Programs:					
Authorization level	2	2	2	.....	.....
Estimated outlays	1	2	2	1	0
National Older Americans Volunteer Programs:					
Retired Senior Volunteer Program:					
Authorization level	32	34	35	.....	.....
Estimated outlays	20	33	35	14	1
Foster Grandparents and Community Service Programs:					
Authorization level	61	64	67	.....	.....
Estimated outlays	37	61	65	26	1
Senior Companions Programs:					
Authorization level	30	31	32	.....	.....
Estimated outlays	18	30	32	13	1
Administration and Coordination:					
Authorization level	25	25	25	.....	.....
Estimated outlays	15	25	25	10	1
Bill total:					
Estimated authorization level	181	189	201	.....	.....
Estimated outlays	110	182	196	79	4

The costs of this bill fall within subfunction 506.

Details may not add to totals because of rounding.

Basis of Estimate.—This bill authorizes funds for the domestic volunteer programs run by ACTION, including Volunteers in Service of America (VISTA) and other antipoverty programs, and Older Americans Volunteer Programs. With one exception, these programs are authorized at stated levels for 1987 through 1989. The VISTA program for tutoring illiterate individuals is authorized at such sums as may be necessary. CBO has assumed that this program would be similar in scope and cost to the program established to address the overall needs of illiterate individuals. The latter program is authorized at $2 million in 1987, $3 million in 1988, and $5 million in 1989.

Outlay estimates were made assuming full appropriation of authorization levels, and assuming continuation of the current spending pattern of these programs.

6. Estimated cost to State and local government: The Congressional Budget Office has determined that the budgets of state and local governments would not be affected directly by the enactment of this bill.

7. Estimate comparison: None.

8. Previous CBO estimate: None.

9. Estimate prepared by: Ken Pott.

10. Estimate approved by: Charles E. Seagrave (for James L. Blum, Assistant Director for Budget Analysis).

Committee Estimate

With reference to the statement required by clause 7(a)(1) of Rule XIII of the Rules of the House of Representatives, the Committee agees with the estimate prepared by the Congressional Budget Office.

Inflationary Impact Statement

Pursuant to clause 2(l)(4) of Rule XI of the Rules of the House of Representatives, the Committee estimates that the enactment of H.R. 4116 will have no inflationary impact on prices and costs in the operation of the national economy. It is the judgment of the Committee that there is no inflationary impact of this legislation as a component of the Federal budget.

Committee Findings

With reference to the statement required by clause 2(l)(3)(A) of Rule XI of the Rules of the House of Representatives regarding any findings or recommendations pursuant to this Committee's oversight reviews or studies, the Subcommittee on Select Education has conducted one legislative hearing on this bill.

Oversight Findings and Recommendations of the Committee on Government Operations

In compliance with clause 2(l)(3)(D) of Rule XI of the Rules of the House of Representatives, the Committee states that findings and recommendations of the Committee on Government Operations in House Report No. 97-781, "Stronger Support for Coordinated Federal Policy on Voluntarism Needed in ACTION" were submitted to the Committee with reference to the subject matter specifically addressed by H.R. 4116.

Summary

The Committee on Education and Labor finds that H.R. 4116, as amended appropriately reauthorizes the Domestic Volunteer Service Act.

Section-by-Section Analysis

1. Section 1 of the bill specifies the short title of the bill as the "Domestic Volunteer Service Act Amendments of 1986".

2. Section 2 of the bill amends the Act by adding a new section regarding the ACTION Agency's purpose and its role in promoting volunteerism.

3. Section 3(a) of the bill amends section 103 of the Act requiring the Director to establish procedures concerning national and local recruitment and placement of individuals to serve as VISTA volunteers.

Section 3(b) amends section 407 of the Act requiring the Director provide the authorizing Committees a report outlining efforts to comply with the provisions enacted.

4. Section 4 of the bill amends Title I, Part A of the Act by adding a VISTA Literacy Corps, the purpose of which is to strengthen, supplement and expand efforts to address the problem of illiteracy in the United States.

Section 4(b) of the bill provides that the Director assign volunteers to projects or programs that are designed to meet the special needs of illiterate individuals.

Section 4(c) of the bill provides that the Director assign volunteers to projects or programs that utilize VISTA volunteers to address needs of illiterate individuals in the greatest need of assistance.

Section 4(d) of the bill provides that the Director assign volunteers to projects or programs that primarily utilize VISTA volunteers to tutor illiterate individuals in the greatest need of assistance.

5. Section 5 of the bill amends section 111 of the Act to clarify language regarding the University Year for ACTION (UYA) program. The description of the UYA program is added as a new subsection.

6. Section 6 of the bill amends section 416 of the Act by requiring that ACTION Agency programs be evaluated every three years, rather than biennally.

7. Section 7(a) of the bill amends section 122 of the Act to include Indian reservations.

Section 7(b) amends section 421 of the Act to include within the definitions of "public agencies or organizations" and "Federal, State or local agencies" any Federal or State recognized Indian tribe, band, nation, or other organized group or community including any Alaskan Native village or regional village corporation that is eligible for special programs and services provided to Indians because of their status as Indians.

8. Section 8(a) of the bill amends section 501 of the Act to set the following authorization levels:

(A) VISTA (except section 109): $25,000,000 for FY87, $26,250,000 for FY88 and $27,560,000 for FY89;

(1) Section 109(c), $2, $3, and $5 million for FY87, FY88 and FY89, respectively.

(2) Section 109(d), such sums as may be necessary for FY87, FY88 and FY89.

(B) Service Learning Program: $1,800,000 for each FY87, FY88 and FY89.

(C) Special Volunteer Program: $1,984,000 for each FY87, FY88, and FY89.

(D) VISTA service year funding floors: 2,600 for FY87, 2,730 for FY88 and 2,865 for FY89.

Section 8(b) of the bill amends section 502(a) of the Act to authorize appropriations at current service levels for the Retired Senior Volunteer Programs for fiscal years 1987 through 1989.

Section 8(c) of the bill amends section 502(b) of the Act to authorize appropriations at current service levels for the Foster Grandparents and Community Service Programs for fiscal years 1987 through 1989.

Section 8(d) of the bill amends section 502(c) of the Act to authorize appropriations at current service levels for the Senior Companions Program for fiscal years 1987 through 1989.

Section 8(e) of the bill amends section 504 of the Act setting the authorization level for Administration and Coordination activities at $25,000,000 for each FY87, FY88, and FY89.

9. Section 9 of the bill makes certain technical and conforming amendments and makes changes throughout the bill to make it gender free.

10. Section 10 of the bill establishes the effective date for the Act.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

DOMESTIC VOLUNTEER SERVICE ACT OF 1973

* * * * * * *

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* * * * * * *

VOLUNTEERISM POLICY

SEC. 2. The purpose of ACTION, the Federal domestic volunteer agency, is to foster and expand voluntary citizen service in communities throughout the Nation in activities designed to help the poor, the disadvantaged, the vulnerable, and the elderly. In carrying out this purpose, ACTION shall utilize to the fullest extent the programs authorized under this Act, coordinate with other Federal,

State, and local agencies and utilize the energy, innovative spirit, experience, and skills of all Americans.

TITLE I—NATIONAL VOLUNTEER ANTIPOVERTY PROGRAMS

PART A—VOLUNTEERS IN SERVICE TO AMERICA

* * * * * * *

ASSIGNMENT OF VOLUNTEERS

SEC. 103. (a) The Director, upon request of Federal, State, or local agencies, or private nonprofit organizations, may assign such volunteers to work in the several States in the local communities in which the volunteers were recruited in appropriate projects and programs, including work—

(1) * * *

(2) in the care and rehabilitation of mentally ill, developmentally disabled, and other handicapped individuals, especially those with severe handicaps; [and]

* * * * * * *

[(b) The Director, wherever feasible and appropriate, shall assign low-income community volunteers to serve in their home communities in teams with nationally recruited specialist volunteers. The Director shall make efforts to assign volunteers to serve in their home communities or in nearby communities and shall make national efforts to attract other volunteers to serve in the VISTA program.]

(b) The Director shall establish procedures to recruit and place individuals from all walks of life, age groups, economic levels, and geographic areas to serve as VISTA volunteers. The procedures shall include an information system to ensure that potential applicants are made aware of the broad range of VISTA volunteer opportunities and a system to identify and place qualified volunteers where their skills are most needed. The Director shall also establish procedures for national and local recruitment, media and public awareness efforts, and specialized campaigns designed to recruit recent college graduates, special skilled volunteers, and individuals 55 years of age and older. The Director, wherever feasible and appropriate, shall assign low-income community volunteers to serve in their home communities in teams with nationally recruited specialist volunteers. The Director shall make efforts to assign volunteers to serve in their home or nearby communities and shall make national efforts to attract other volunteers to serve in the VISTA program. The Director shall also, in the assignment of volunteers, recognize that the community identified needs which cannot be meet in the local area, and the individual desires of VISTA volunteers in regard to placement in various geographic areas of the nation, should be taken into consideration.

* * * * * * *

SUPPORT SERVICE

SEC. 105. (a) * * *

(b) The Director shall also provide volunteers such living, travel (including travel to and from places of training), and leave allowances, and such housing, supplies, equipment, subsistence, clothing health and dental care, transportation, supervision, preservice training and where appropriate in-service training, technical assistance and such other support as [he deems] *are considered* necessary and appropriate to carry out the purpose and provisions of this part, and shall insure that each such volunteer has available such allowances and support as will enable the volunteer to carry out the purpose and provisions of this part and to effectively perform the work to which such volunteer is assigned.

* * * * * * *

VISTA LITERACY CORPS

SEC. 109. (a) As part of the Volunteers in Service to America program, the Director shall establish a VISTA Literacy Corps for the purpose of strengthening, supplementing, and expanding the efforts of public and private nonprofit organizations to mobilize local, State, Federal, and private sector financial and volunteer resources in addressing the problem of illiteracy throughout the United States.

(b) The Director shall assign volunteers to projects and programs that are designed to meet the special needs of illiterate individuals and fulfill the antipoverty criteria of part A.

(c)(1) The Director shall assign volunteers under this subsection to projects and programs that utilize volunteers to address the needs of illiterate individuals.

(2) Programs and projects under this subsection may be administered by public or private nonprofit agencies and organizations including local, State, and national literacy councils and organizations; community-based nonprofit organizations; local and State education agencies; local and State agencies administering adult basic education programs; educational institutions; libraries; antipoverty organizations; local, municipal, and State governmental entities, and administrative entities designated to administer job training plans under the Job Training Partnership Act.

(3) In the assignment of volunteers under this subsection the Director shall give priority consideration to—

(A) local program and projects that assist illiterate individuals in greatest need of assistance residing in unserved or underserved areas with the highest concentrations of illiteracy and of low income individuals and families; and

(B) Statewide programs and projects that encourage the creation of new literacy efforts, encourage the coorindation of intrastate and interstate literacy efforts, and provide technical assistance to local literacy efforts.

(d)(1) The Director shall assign volunteers under this subsection to projects and programs that primarily utilize volunteers to tutor illiterate individuals.

(2) Programs and projects under this subsection may be administered by local public or private nonprofit agencies and organizations including local literacy councils and organizations, community-based nonprofit organizations, local educational agencies, local agencies administering adult basic education programs, local educational institutions, libraries, antipoverty organizations, local and municipal governmental entities, and administrative entities designated to administer job training plans under the Job Training Partnership Act.

(3) In the assignment of volunteers under this subsection the Director shall give priority consideration to local programs and projects that assist illiterate individuals in greatest need of assistance residing in unserved or underserved areas with the highest concentrations of illiteracy and of low income individuals and families.

(e) The Director shall ensure an equitable distribution of volunteers under this section between rural and urban areas.

(f) The VISTA Literacy Corps shall consist of all volunteers serving under part A working on literacy projects and programs.

(g) Funds made available under section 501(a) for the purposes of this section shall be used to supplement and not supplant the level of services provided under part A in fiscal year 1986 to address the problem of illiteracy.

* * * * * * *

PART B—FOSTER GRANDPARENT PROGRAM

STATEMENT OF PURPOSE

SEC. 111. *(a)* The purpose of this part is to assist students, through service-learning programs, to undertake volunteer service in such a way as to enhance the educational value of the service experience, through participation in activities that strengthen and supplement efforts to eliminate and alleviate proverty and poverty-related problems. [This part provides for the University Year for ACTION (UYA) program of full-time volunteer service by students enrolled in institutions of higher education, together with appropriate powers and responsibilities designed to assist in the development and coordination of such programs. The purpose of this part is to strengthen and supplement effort to eliminate poverty and poverty-related human, social, and environmental problems by enabling students at such cooperating institutions to perform meaningful and constructive volunteer service in connection with the satisfaction of such students' course work during their periods of service while attending such institutions, in agencies, institutions, and situations where the application of human talent and dedication may assist in the solution of poverty and poverty-related problems and secure and exploit opportunites for self-advancement by persons afflicted with such problems.] Its purpose further is to provide technical assistance and training to encourage other students and faculty to engage in volunteer service on a part-time, self-supporting basis, to meet the needs of the poor in the surrounding community through expansion of service-learning programs and otherwise.

(b) This part provides for the University Year for ACTION (UYA) program of full-time volunteer service by students enrolled in insti-

tutions of higher education. The purpose of the UYA program is to strengthen and supplement efforts to eliminate poverty and poverty-related human, social, and environmental problems by enabling students at cooperating institutions to perform meaningful and constructive volunteer service in connection with the satisfaction of course-work while attending such institutions. Volunteer service under this part is conducted in agencies, institutions, and situations where the application of human talent and dedication may assist in the solution of poverty and poverty-related problems and scure and exploit opportunities for self-advancement by individuals experiencing such problems.

AUTHORITY TO OPERATE UNIVERSITY YEAR FOR ACTION PROGRAM

SEC. 112. Except as otherwise provided in this part, the Director is authorized to conduct or make grants and contracts for, or both, programs to carry out the purposes of this part in accordance with the authorities and subject to the restrictions in the provisions of part A of this title, except for the provisions of sections 103(f) and 104(d), and except that the Director may, in accordance with regulations [he] *the Director* shall prescribe, determine to reduce or eliminate the stipend for volunteers serving under this part on the basis of the value or benefits provided such volunteers by the institution in question (including the reduction or waiver of tuition).

SPECIAL CONDITIONS

SEC. 113. (a) * * *

* * * * * * *

(c)(1) * * *

(2) The Director shall take necessary steps to monitor the extent of compliance by such institutions with commitments entered into under paragraph (1) of this subsection and shall advise the Secretaryu of [Health and Human Services] *Education* of the extent of each such institution's compliance.

SPECIAL SERVICE-LEARNING PROGRAMS

SEC. 114. (a) * * *

* * * * * * *

(c) The Director may provide volunteers serving under this section a living allowance and only such other support or allowance as [he] *the Director* determines, pursuant to regulations which [he] *the Director* shall prescribe, are required because of unusual or special circumstances affecting the program.

PART C—SPECIAL VOLUNTEER PROGRAMS

* * * * * * *

AUTHORITY TO ESTABLISH AND OPERATE PROGRAMS

SEC. 122. (a)(1) The Director is authorized to conduct or make grants or contracts, or both, for special volunteer programs in urban and rural areas *(including Indian reservations)* or demon-

stration programs (such as but not limited to a program to provide alternatives to the incarceration of youthful offenders; a program to promote educational opportunities for veterans; a program to provide community-based peer group outreach and counseling for drug abusers, a program of assistance to victims of domestic violence, a program to provide technical and management assistance to distressed communities, a program designed to provide personal and group financial counseling to low-income and fixed-income individuals (utilizing volunteers with specialized or technical expertise), and a Helping Hand program designed to stimulate and initiate improved methods of providing volunteer services, to encourage wider volunteer participation on a full-time, part-time, or short-term basis to further the purpose of this part, and to identify particular segments of the poverty community which could benefit from volunteer and other antipoverty efforts. In carrying out programs authorized by this part, the Director is authorized to provide for the recruitment, selection, and training of volunteers.

* * * * * * *

(b) Except as provided in subsection (c) of this section, assignment of volunteers under this section shall be on such terms and conditions as the Director shall determine, pursuant to regulations which [he] *the Director* shall prescribe.

* * * * * * *

TITLE IV—ADMINISTRATION AND COORDINATION

* * * * * * *

AUTHORITY OF THE DIRECTOR

SEC. 402. In addition to the authority conferred upon him by other sections of this Act, the Director is authorized to—

(1) * * *

* * * * * * *

(3) with the approval of the President, arrange with and reimburse the heads of other Federal agencies for the performance of any of the provisions of this Act and, as necessary or appropriate, delegate any [of his] functions *of the Director* under this Act and authorize the redelegation thereof subject to provisions to assure the maximum possible liaison between the ACTION Agency and such other agencies at all operating levels, which shall include the furnishing of complete operational information by such other agencies to the ACTION Agency and the furnishing of such information by the ACTION Agency to such other agencies;

* * * * * * *

(7) allocate and expend, or transfer to other Federal agencies for expenditure, funds made available under this Act as [he deems] *the Director considers* necessary to carry out the provisions hereof, including expenditure for construction, repairs, and capital improvements;

(8) disseminate, without regard to the provisions of section 3204 of title 39, United States Code, data and information, in such form as [he shall deem] *the Director considers* appropriate to public agencies, private organizations, and the general public.

* * * * * * *

(10) collect or compromise all obligations to or held by [him] *the Director* and all legal or equitable rights accruing to [him] *the Director* in connection with the payment of obligations in accordance with Federal Claims Collection Act of 1966 (31 U.S.C. 951-53);

(11) expend funds made available for purposes of this Act as follows: (A) for printing and binding, in accordance with applicable law and regulations; and (B) without regard to any other law or regulation, for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by [him] *the Director*; but the Director shall not utilize the authority contained in this subclause (B)—

(i) except when necessary to obtain an item, service, or facility, which is required in the proper administration of this Act, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and

(ii) prior to having given written notification to the Adminstrtor of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) of [his] the intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority.

* * * * * * *

(14) generally perform such functions and take such steps, consistent with the purposes and provisions of this Act, as [he deems] *the Director considers* necessary or appropriate to carry out the provisions of this Act.

POLITICAL ACTIVITIES

SEC. 403. (a) No part of any funds appropriated to carry out this Act, or any program administered by the ACTION Agency, shall be used to finance, directly or indirectly, any activity designed to influence the outcome of any election to Federal office, or the outcome to any election to any State or local public office, or any voter registration activity, or to pay the salary of any officer or employee of the ACTION Agency, who, in [his] *an* official capacity as such an officer or employee, engages in any such activity. As used in this section, the term "election" has the same meaning (when referring to an election for Federal office) given such term by section 301(1) of the Federal Election Campaign Act of 1971 (Public Law

92-225), and the term "Federal office" has the same meaning given such term by section 301(3) of such Act.

* * * * * * *

SPECIAL LIMITATIONS

SEC. 401. (a) * * *

* * * * * * *

(e) Persons serving as volunteers under this Act shall provide such information concerning their qualifications, including their ability to perform their assigned tasks, and their integrity, as the Director shall prescribe and shall be subject to such procedures for selection and approval as the Director determines are necessary to carry out the purposes of this Act. The Director may establish such special procedures for the recruitment, selection, training, and assignment of low-income residents of the area to be served by a program under this Act who wish to become volunteers as [he] *the Director* determines will further the purposes of this Act.

* * * * * * *

REPORTS

SEC. 407. *(a)* Not later than one hundred and twenty days after the end of each fiscal year, the Director shall prepare and submit to the President for transmittal by the President to the Congress a full and complete report on the activities of the ACTION Agency during such year. Such report shall reflect the findings and actions taken as a result of any evaluation conducted pursuant to section 416.

(b) Not later than 120 days after the end of each fiscal year, the Director shall prepare and submit to the appropriate committees of the Congress a report describing activities under section 103(b).

* * * * * * *

NOTICE AND HEARING PROCEDURES FOR SUSPENSION AND TERMINATION OF FINANCIAL ASSISTANCE

SEC. 412. (a) The Director is authorized, in accordance with the provisions of this section, to suspend further payments or to terminate payments under any contract or grant providing assistance under this Act, whenever [he] *the Director* determines there is a material failure to comply with the applicable terms and conditions of any such grant or contract. The Director shall prescribe procedures to insure that—

(1) assistance under this Act shall not be suspended for failure to comply with applicable terms and conditions, except in emergency situations for thirty days;

* * * * * * *

APPLICATION OF FEDERAL LAW

SEC. 415. (a) * * *

* * * * * * *

(d) Volunteers serving in programs for periods of service of at least one year under part A of title I of this Act, and volunteers serving for such periods under title VIII of the Economic Opportunity Act of 1964, as amended (42 U.S.C. 2991–2994d), including those whose service was completed under such Act, who the Director determines, in accordance with regulations [he] *the Director* shall prescribe, have successfully completed their periods of service, shall be eligible for appointment in the competitive service in the same manner as Peace Corps volunteers as prescribed in Executive Order Number 11103 (April 10, 1963).

* * * * * * *

EVALUATION

SEC. 416. [(a) The Director shall biennially measure and evaluate the impact of all programs authorized by this Act, their effectiveness in achieving stated goals in general, and in relation to their cost, their impact on related programs, and their structure and mechanisms for delivery of services. Evaluations shall be conducted by persons not immediately involved in the administration of the program or any project of such program being evaluated. Such evaluation shall also measure and evaluate compliance with the equitable distribution requirement of section 414 of this Act.] *(a) The Director shall measure and evaluate the impact of all programs authorized by this Act, their effectiveness in achieving stated goals, in general, and in relation to their cost, their impact on related programs, and their structure and mechanism for delivery of services. Each program shall be evaluated at least once every three years. Evaluations shall be conducted by persons not immediately involved in the administration of the program or project evaluated. Such evaluation shall also measure and evaluate compliance with the equitable distribution requirement of secton 414 of this Act.*

* * * * * * *

DEFINITIONS

SEC. 421. For the purposes of this Act—

(1) * * *

* * * * * * *

(3) the term "nonprofit" as applied to any agency, institution, or organization means an agency, institution, or organization which is, or is owned and operated by, one or more corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual; [and]

(4) the term "poor" or "low-income" persons, individuals, or volunteers means such individuals whose incomes fall at or below the poverty line as set forth in section 625 of the Economic Opportunity Act of 1964, as amended by Public Law 92–

424 (42 U.S.C. 2971d): *Provided,* That in determining who is "poor" or "low-income", the Director shall take into consideration existing proverty guidelines as appropriate to local situations[.]; *and*

(5) the terms "public agencies or organizations" and "Federal, State, or local agencies" shall include any Indian tribe, band, nation, or other organized group or community (including any Alaskan native village or regional village corporaation as defined in or established pursuant to the Alaska Native Claims Settlement Act) which is recognized by the United States or the State in which it resides as eligible for special programs and services provided to Indians because of their status as Indians.

* * * * * * *

TITLE V—AUTHORIZATION OF APPROPRIATIONS

NATIONAL VOLUNTEER ANTIPOVERTY PROGRAMS AUTHORIZATION

[SEC. 501. (a) There is authorized to be appropriated to carry out part A of title I of this Act $17,000,000 for fiscal year 1984, $20,000,000 for fiscal year 1985, and $25,000,000 for fiscal year 1986.

[(b) There is authorized to be appropriated to carry out part B of title I of this Act $1,800,000 for the fiscal year 1984 and for each of the fiscal years 1985 and 1986.

[(c) There is authorized to be appropriated to carry out part C of title I of this Act $1,984,000 for the fiscal year 1984 and for each of the fiscal years 1985 and 1986.

[(d)(1) Of the amounts appropriated under this section for parts A, B, and C of title I, there shall first be available for part A of title I, an amount not less than the amount necessary to provide—

[(A) 2,000 years of volunteer service in fiscal year 1984;

[(B) 2,200 years of volunteer service in fiscal year 1984; and

[(C) 2,400 years of volunteer service in fiscal year 1986.]

SEC. 501. (a)(1) There is authorized to be appropriated to carry out part A of title I (except section 109) $25,000,000 for fiscal year 1987, $26,250,000 for fiscal year 1988, and $27,560,000 for fiscal year 1989.

(2) There is authorized to be appropriated to carry out section 109(c) and to expand the number of VISTA literacy corps volunteers in literacy programs and projects under part A of title I of this Act $2,000,000 for fiscal year 1987, $3,000,000 for fiscal year 1988, and $5,000,000 for fiscal year 1989.

(3) There is authorized to be appropriated to carry out section 109(d) and to expend the number of VISTA literacy corps volunteers in literacy programs and projects under part A of title I of this Act such sums as may be necessary for each of the fiscal years 1987, 1988, and 1989.

(b) There is authorized to be appropriated to carry out part B of title I of this Act $1,800,000 for each of the fiscal years 1987, 1988, and 1989.

(c) There is authorized to be appropriated to carry out part C of title I of this Act $1,984,000 for each of the fiscal years 1987, 1988, and 1989.

(d)(1) Of the amounts appropriated under this section for parts A, B, and C of title I and for sections 109(c) and 109(d), there shall

first be available for part A of title I (other than section 109), an amount not less than the amount necessary to provide—

(A) 2,600 years of volunteer service in fiscal year 1987;

(B) 2,730 years of volunteer service in fiscal year 1988; and

(C) 2,865 years of volunteer service in fiscal year 1989.

* * * * * * *

[(3) The requirement of paragraph (1)(A) shall not apply unless there is appropriated for title I for fiscal year 1984 an amount in addition to amounts available under Public Law 98–151.]

* * * * * * *

NATIONAL OLDER AMERICANS VOLUNTEER PROGRAMS

SEC. 502. (a) There is authorized to be appropriated [$30,412,000 for fiscal year 1983, $29,700,000 for fiscal year 1984, $30,400,000 for fiscal year 1985, and] $31,100,000 for fiscal year 1986, *$33,340,000 for fiscal year 1987, $33,730,000 for fiscal year 1988, and $35,320,000 for fiscal year 1989* for the purpose of carrying out programs under part A of title II of this Act.

(b) There is authorized to be appropriated [$52,650,000 for fiscal year 1983, $54,400,000 for fiscal year 1984, $56,700,000 for fiscal year 1985, and] $58,700,000 for fiscal year 1986, *$61,050,000 for fiscal year 1987, $63,680,000 for fiscal year 1988, and $66,660,000 for fiscal year 1989,* for the purpose of carrying out programs under part B of title II of this Act.

(c) There is authorized to be appropriated [$17,607,000 for fiscal year 1983, $27,800,000 for fiscal year 1984, $28,200,000 for fiscal year 1985, and] $28,600,000 for fiscal year 1986, *$29,740,000 for fiscal year 1987, $31,020,000 for fiscal year 1988, and $32,480,000 for fiscal year 1989* for the purpose of carrying out part C of title II of this Act.

ADMINISTRATION AND COORDINATION

SEC. 504. There is authorized to be appropriated for the administration of this Act, as authorized in title IV of this Act, [$25,800,000 for fiscal year 1984, $27,000,000 for fiscal year 1985, and $28,000,000 for fiscal year 1986.] *$25,000,000 for each of the fiscal years 1987, 1988, and 1989.*

* * * * * * *

SUPPLEMENTAL VIEWS TO H.R. 4116—DOMESTIC VOLUNTEER SERVICE ACT AMENDMENTS OF 1986

In general, we support the programs reauthorized by the Domestic Volunteer Service Act Amendments, including VISTA Programs and the Older American Volunteer Programs (Foster Grandparents, Senior Companions, and RSVP). This bill also makes a few, minor changes in the administration of these programs by ACTION, the Federal domestic volunteer agency, which will improve the evaluation of programs and the coordination of volunteer activities.

However, we have serious reservations about the large increases in the authorization levels in this bill in light of the restrictive budget environment in which we must operate. We recognize that these programs provide valuable community services, but we believe that these services can be adequately maintained with more realistic authorization figures. Further, we believe that lower authorization levels would be a more accurate reflection of the Committee's priorities of Domestic Volunteer Services Act in relation to other programs within the Committee's jurisdiction.

We believe that a more realistic and reasonable approach to the authorization levels, than the current services incorporated in this bill, is to set the fiscal year 1987 authorization for each of the volunteer programs at the fiscal year 1986 appropriated level. This would demonstrate our willingness to confront the deficit problem, allow room for growth in the appropriation from this year's sequestered level, and send an accurate signal to the Congress on the priority of these programs compared with others authorized by the Education and the Labor Committee.

Specifically with regard to the VISTA service year funding floor, H.R. 4116 will lead to spending levels well above current services. Setting the VISTA service year floors for the three years of the reauthorization at 2,400 service years would maintain the program at its current level.

Additional issues which the Committee did not address in this bill, but which we believe merit further consideration, include: enhancing the ability of ACTION to develop private sector funds to further the purpose of the Act, expanding opportunities for volunteers and the services they provide by permitting the use of nonstipended volunteers in the Foster Grandparent and Senior Companion programs, freezing the level of service years in the VISTA program, reestablishing an ACTION Advisory Council, and expedit-

ing ACTION's regulation and reporting processes. We hope that these issues will continue to be explored as this legislation progresses.

JAMES M. JEFFORDS.
BILL GOODLING.
THOMAS E. PETRI.
MARGE ROUKEMA.
PAUL B. HENRY.
STEVE BARTLETT.
THOMAS J. TAUKE.
HARRIS W. FAWELL.

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